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*President*: Ms. Mejía Vélez (Vice-President) ..... (Colombia)

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*In the absence of Mr. Sajdik (Austria), Ms. Mejía Vélez (Colombia), Vice-President, took the Chair.*

*The meeting was called to order at 10.15 a.m.*

**Dialogue on the longer-term positioning of the United Nations development system (session I)**

1. **The President** said that the dialogue, which was being held in accordance with paragraph 44 of Council resolution 2014/14, was a step towards optimizing the United Nations development system for the post-2015 development agenda. An important role of the Council was to provide guidance to the development system in order to ensure the implementation of General Assembly resolution 67/226 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system. In that regard, Member States should indicate the best way to enhance system-wide coherence as a means of improving the relevance and effectiveness of operational activities for development in preparation for the post-2015 development agenda. The guidance provided should build on previous work and should focus on coherence, flexibility, effectiveness, efficiency and transparency. Sustainable development, poverty eradication and human rights must be built into the architecture of the United Nations development system, while outdated policies and practices must be adapted to reflect the significant changes that had taken place in the development landscape. Financing for development and means of implementation were critical for delivery of the post-2015 agenda, and the issues of fragmentation and competition should also be addressed.

2. Member States were asked to provide their views on the format the dialogue should take beyond February 2015 and how it should connect with, or feed into, the General Assembly negotiations on the post-2015 development agenda. The draft discussion paper had been prepared by independent experts and did not necessarily reflect the views of the Bureau or the secretariat of the Council; it would be revised to incorporate the views expressed by Member States during session I of the dialogue. The results of the discussions between Member States in the dialogue would feed into the next quadrennial comprehensive policy review cycle and resolution.

3. **Mr. Gass** (Assistant Secretary-General for Policy Coordination and Inter-Agency Affairs, Department of Economic and Social Affairs) said that session I of the dialogue presented an opportunity for Member States to specifically discuss the mandates set out in Council resolution 2014/14, including the interlinkages between functions, funding practices, governance structures, capacity and impact of the United Nations development system. The resolution recognized that the changing development landscape required a strategic repositioning of the development system that went beyond the focus of the 2012 quadrennial comprehensive policy review on improving operational efficiencies.

4. The United Nations development system had already been through three distinct phases as it had adapted to changing realities. It had begun as a functionalist and decentralized system, designed to address the need for the world to unite against commonly recognized problems. In the second phase, as vast numbers of developing countries had joined the United Nations, the challenge of nation-building and the transfer of capacity to newly emerging States had become the central focus of the Organization's development work. Globalization and the end of the Cold War had ushered in a third phase, which had culminated in a new common development agenda defined in the Millennium Declaration and the Millennium Development Goals (MDGs). The fourth phase was about to begin with the post-2015 development agenda.

5. The development system must incorporate the emerging post-2015 agenda and the work of the Open Working Group on Sustainable Development Goals, with its aspirations of universality and sustainability, its intention to address inequalities, and its firm basis in human rights and international standards, as well as the need for credible data and evidence. The current dialogue should be grounded in the Council's work on data analysis and economic and social policy, and should recognize that the United Nations system functioning as a whole would support sustainable development better than its development system could in isolation. The Organization must continue to build on its core strengths: its universal presence, its legitimacy, its convening power, its depth and breadth of expertise and its ability to support Member States in translating global norms and standards into national policy. The recognition that collective responses were required to tackle emerging global challenges created extraordinary opportunities for the United Nations

development system, particularly in linking the normative, standard-setting and operational dimensions of its work.

*Panel discussion 1: "Longer-term positioning of the United Nations development system taking into account the post-2015 development agenda: What are the key issues and how to explore the linkages between the alignment of the functions, funding practices, governance structures, capacity and impact, partnership approaches and organizational arrangements?"*

6. **Mr. Jenks** (Senior Advisor, Dag Hammarskjöld Foundation), panellist, said that the present dialogue was aimed at overcoming discouragement and a tendency toward piecemeal approaches to which the daunting complexity of the issue under consideration might give rise. Rather than presenting a consensus view, the draft discussion paper, which he and the following speaker had prepared, was intended to provide a starting point for a robust debate from which areas of consensus might eventually emerge, a process that would be undertaken most effectively through informal consultations.

7. In the draft discussion paper, the co-authors had sought to address the four parameters implicit in the wording of Council resolution 2014/4, namely the role of the United Nations in a changing development landscape and the need to align the Organization to address emerging challenges; the post-2015 development agenda; dialogue on the longer-term positioning of the United Nations development system; and an analysis of the interlinkages between the alignment of functions, funding practices, governance structures, capacity and impact of the United Nations development system, partnership approaches and organizational arrangements. A changed development landscape characterized by, inter alia, the expansion of the global economy, differentiated development needs and new development challenges would have a powerful impact on the future role of the development system. In particular, the needs of least developed countries, where official development assistance (ODA) remained critically important, and emerging countries, for which the relative weight of development functions was still evolving, would be crucial in shaping that role. The changing development landscape and the new unified and universal post-2015 development agenda — which nonetheless did not imply a one-size-fits-all approach — together had a powerful impact in terms of the strategic repositioning of the development system. Representing a shift away from the North-South construct underlying the MDGs, the post-2015 agenda called for the adoption of a new normative framework anchored in sustainable development goals to which the concept of global public goods would be central. The present dialogue thus provided an unprecedented opportunity to align and strengthen the United Nations system to provide leadership on that powerful, transformative agenda. Business as usual was not an option. Lastly, with regard to interlinkages, the co-authors of the draft discussion paper had adopted a consistent and transparent approach in their analysis of the impact of evolving functions on the other interlinked elements affecting the positioning of the development system.

8. **Mr. Aklilu** (Board member, Center for International Forestry Research), panellist, accompanying his remarks with a digital slide presentation, said that it was the first time that the issues under discussion were being examined through their interlinkages. Socioeconomic differentiation had served as the starting point for the analysis of functions. Given their limited access to external resources and their significant capacity shortfalls, focused support would need to be given to least developed countries, which had made slow progress toward achieving the MDGs, particularly Goal 1 on eradicating extreme poverty. Excluding China and India, a much larger proportion of the world's poor would be living in least developed countries within a decade, largely as a result of slow poverty reduction and high population growth in those countries. The development system would therefore have an important role to play in supporting the implementation of the Programme of Action for the Least Developed Countries for the Decade 2011-2020 (Istanbul Programme of Action) and related initiatives. Member States were invited to consider whether the strengthening of norms and facilitation of the provision of global public goods, taking into account countries' specific situations, were important contributions of the development system to a unified and universal agenda. The development system's normative work should be understood to include the provision of capacity support for translating global normative frameworks into national frameworks. Member States were also invited to share their views on the role of the system in monitoring and ensuring accountability for the implementation of the sustainable development goals

framework. In addition, they were encouraged to discuss the need to strengthen the system's capacity to champion evidence-based policy, notably through establishing a comprehensive programme of action on data, as recommended in the synthesis report of the Secretary-General on the post-2015 sustainable development agenda (A/69/700).

9. With respect to finance, Member States were invited to consider the need for different types of funding for different functions as well as the indispensability of core resources, and to discuss whether normative functions should be funded from assessed budgets, bearing in mind that negotiated pledges constituted the most appropriate form of funding for participation in the provision of global public goods. They were also invited to discuss whether there was a need to rationalize the multiple funding channels in low-income countries, particularly least developed countries and fragile States; such an effort would require increased use of a pooled funding mechanism and a re-examination of the relationship between development and humanitarian resources. Similarly, Member States should determine whether the new development agenda required the development system to be involved in leveraging, and, if so, whether system-wide capacities to explore new funding sources and free up existing financial flows needed to be developed. That task could be facilitated by the existence of a secure core funding base.

10. In the area of partnerships, there was a need to deepen and expand issue-based coalitions to leverage resources in order to contribute to innovation and broaden implementation capacity with regard to the sustainable development goals. While partnerships were essential, their contributions were not always easy to define or measure. Member States therefore needed to articulate a clearer vision for an accountability framework to underpin and monitor partnerships. There was also a need to resolve outstanding issues related to governance and integrity measures and to discuss ways to create a broader and more systematic dialogue and partnership between the development system and civil society.

11. In terms of organization and capacity, while the "Delivering as one" model had proven adaptable to a variety of development needs and circumstances and had improved the system's effectiveness at the country level, inadequate reforms at the headquarters level had hindered further progress. Member States were encouraged to determine the scope for widening and deepening that model, including through promoting broader adoption of its standard operating procedures and strengthening horizontal accountability for country teams. In light of the integrated nature of the sustainable development goals, Member States were invited to consider the need for organizational reforms, particularly to country-level structures established years ago, and to review the development system's presence in middle-income countries, where implementation of the universal agenda would require strategic and coherent provision of advisory services. There was also a need to explore additional measures to better integrate the system's presence in countries where the coherence of the Organization's political, humanitarian, development and human rights work was critical.

12. As for the impact of the development system, Member States were invited to share their experiences and views on the challenges of measuring the significance of normative agendas, partnership and leveraging. In particular, they should discuss the importance of assessing the Organization's system-wide impact, including its effectiveness in supporting the formulation of national policies aimed at achieving sustainable development goals, rather than simply measuring the aggregate contributions of individual agencies.

13. With regard to governance, Member States should consider whether governance of operations should be devolved to the country level where the development system was most extensively engaged, bearing in mind that such a reform would require adjustments to the executive boards, without necessarily diminishing their role. Member States should likewise determine whether governance relating to normative agendas should be based on consensus, an approach that would protect the credibility and legitimacy of the relevant norms. Finally, they were invited to discuss whether matters requiring intergovernmental decisions should be reviewed and decided in a single intergovernmental forum, along the same lines as the single audit principle applied in the area of finance.

14. **Ms. Albrectsen** (Chair, Advisory Group, United Nations Development Group (UNDG); and Deputy Executive Director, United Nations Population Fund (UNFPA)), discussant, said that her comments were based on the lived experience and aspirations of

UNDG workers in the field. The functions of UNDG should be integrated in line with the new development agenda and traditional silos should be abandoned, bearing in mind that functions would need to be adapted to differentiated development needs. As mentioned in the Secretary-General's synthesis report (A/69/700), development functions should be oriented toward the gradual application of international norms and standards and toward addressing persisting inequalities and protecting human rights for all. The development system must be strategically repositioned to provide policy advice and technical support to Governments and national stakeholders in order to inform strategic content and planning of national sustainable development frameworks, which needed to be purposefully adapted to incorporate global norms and standards, including in the area of human rights. Sustainability must be the new glue of the development system; the objective should be intergenerational sustainability and efforts should focus on preventing a rollback of gains. Achieving sustainability would depend on orienting the system's form and function toward improving resilience, participation, prevention, preparedness, protection and recovery from transition and on harnessing all elements of the system to tackle development challenges. In a world where one third of children under 5 years of age did not exist officially, it was likewise crucial to scale up support for strengthening data collection capacities in order to better target inequalities and provide meaningful evidence-based policy advice.

15. The multiplicity of funding flows had acted as a centrifugal force that undermined coherence. While structural dialogues had been held in individual agencies to ensure strategic resource alignment, the next step would be to examine alignment across agencies to ensure that the funding architecture supported coherence. Improving financial integration would require greater pooling of resources across shared goals and combining development and humanitarian funding where appropriate, for instance in the Sahel region, where humanitarian resources had far outpaced development aid. Such integration would enable UNDG to tackle the root causes of development challenges. While UNDG supported the paper's call for negotiated or assessed funding for normative work and work related to the post-2015 agenda, the system needed to display greater transparency and accountability with regard to the use of resources, so that funders could gauge results. It also needed to improve its capacity to assist countries in directing their domestic financing toward the achievement of the emerging sustainable development goals. Furthermore, the United Nations system should help enable private funding in support of development.

16. Dialogue and partnerships were the foundation of United Nations operational activities. Each country team involved key State and non-State actors in the design of development frameworks; efforts must be made to strengthen and improve the efficiency of those partnerships for the next generation of development goals. Similarly, given the lengthy time frame for finalizing memorandums of understanding, UNDG had been exploring ways to simplify the process for outside actors wishing to engage with the United Nations system.

17. Member States should support the universal application of the standard operating procedures for the "Delivering as one" initiative. At the headquarters level, UNDG had remedied or made progress toward remedying 50 of the identified bottlenecks that were hindering the implementation of that initiative. Leadership and technical teams at the national level needed to transcend individual agencies and be aligned with country needs and national agendas. Efforts should also be undertaken to strengthen issue-based coalitions and teamwork on operational activities; the collaboration among back offices in certain countries was a good example of such teamwork. There was also a need to implement standards of accountability and empowerment to ensure that all country teams had the delegated authority to interact with partners at the country level and make decisions that were appropriate for Member States and their partners on the ground.

18. Integration of results frameworks needed to be strengthened, particularly in the area of reporting. Coherence of policies and policy advice must also be measured and their impact evaluated, to which end UNDG would welcome more extensive independent assessments. UNDG would also contribute to ensuring quality of governance, including transparency, accountability, and coherence of governance structures, for instance, through increased real-time reporting.

19. **Ms. Stewart** (Vice-Chair, United Nations High-level Committee on Programmes; and Special Representative to the United Nations and Director, International Labour Organization Office in New York), discussant, said that the United Nations was

greatly encouraged by the progress made by Member States in developing the post-2015 agenda. The High-level Committee on Programmes looked forward to working with Member States on implementing that agenda and welcomed 2016 as an opportunity to embark on the fourth phase of United Nations development reform.

20. A primary role of the development system was to help Member States operationalize the negotiated normative framework. Aware of the unique comparative advantage provided by that framework, the High-level Committee on Programmes was working to integrate it more consciously into its policies and programmes and to help Member States implement those policies and programmes at the national level. The framework would enable more effective work across the development, humanitarian and peace and security pillars and would clarify both the "what" and "how" in terms of providing tailored support and services according to countries' needs. She wondered if the slow progress in implementing the "Delivering as one" initiative at the headquarters level was related to the lack of a holistic vision for the development system's work at the global level. In that regard, the post-2015 agenda, in calling for the interlinkage of functions across social, environmental and economic priorities, presented an exciting opportunity to develop that missing cohesion and promote a more organic organizational approach that would enhance the system's coherence, capacity and ability to serve Member States.

21. Robust multi-stakeholder partnerships were necessary to expand the system's reach. The High-level Committee on Programmes had been exploring issue-based coalitions, in particular, as a model for improving responsiveness and leveraging financial and human resources; the multi-stakeholder Social Protection Inter-agency Cooperation Board, which provided a potential platform for monitoring the reporting of results in the area of social protection and Sustainable Energy for All were among the mechanisms that would be examined to identify best practices. Youth unemployment and urbanization were two particular areas in which an issue-based coalition could be used to leverage impact more effectively. Another way of increasing impact would be through a firm insistence that those wishing to partner with the United Nations embraced its norms and values. Lastly, considering evidence-based policymaking from the perspective of impact was crucial for operationalizing universality and equality and ensuring that policies and programmes addressed risk and vulnerability with the goal of leaving no one behind.

22. **Ms. Beagle** (Vice-Chair, United Nations High-level Committee on Management; and Deputy Executive Director, Joint United Nations Programme on HIV/AIDS (UNAIDS)), discussant, said that the strategic repositioning of United Nations management and operations needed to be pursued concurrently with changes to policies and programmes to ensure coherence between goals and means. The High-level Committee on Management had focused largely on ways to strengthen the practical dimension of the system to make it more innovative and results-oriented in order to better support the universal agenda. Recognizing that modern operations were crucial to delivering on that agenda, the High-level Committee on Management had undertaken numerous initiatives to redesign business models. Those initiatives had not only generated savings but also contributed to new ways of thinking, better quality services and a spirit of collaboration; they should therefore be scaled up and mainstreamed.

23. The value added of the United Nations system did not stem from its resource flows but rather from its ability to support Governments and peoples through ideas, policies and an ability to view complex, multisectoral issues from multiple perspectives. It was therefore essential, in realizing the transition toward an integrated development paradigm, to develop a workforce composed of personnel who could work across disciplines and functions to address complex, multisectoral challenges and respond to countries' differentiated needs. A systems-oriented mindset, cultural sensitivity, a focus on teamwork and sound judgment in a variety of situations were among the competencies sought. Attention also needed to be focused on achieving a balance between generalists and specialists and between long-term and short-term personnel, as well as on encouraging innovation and transcending traditional silos. The system required personnel who could forge partnerships not only with Governments but with other international organizations, civil society, the private sector, the scientific community and academia, and who could leverage capacity and resources as well as expertise. Leadership and management positions were particularly challenging to fill as they required individuals who

would commit to working in dangerous, difficult and complex environments where the United Nations flag no longer guaranteed safety, and who were dedicated to promoting the "Rights Up Front" initiative and sustainable development.

24. The High-level Committee on Management was exploring ways to build upon a wide range of technologies that had contributed to a more efficient, collaborative system with increased capacity to monitor and report results. It was also working to strengthen evidence-based policymaking, a crucial dimension underlying all of its initiatives, with the aim of simplifying and modernizing business practices to lower transaction costs and deliver better programmatic results. One successful initiative, the common treasury project, had cost only $700,000 to implement and had yielded steady returns of $20 million per year by providing a collaborative platform for negotiating exchange rates. In addition, the High-level Committee on Management was exploring the use of innovative financial instruments, analysing them in terms of risk exposure. Moving forward, it would be crucial to strengthen the system's collective accountability through modernized risk management and oversight approaches combined with comprehensive data on resource utilization, results and impact.

25. **Mr. Mollinedo Claros** (Plurinational State of Bolivia), speaking on behalf of the Group of 77 and China, said that the draft discussion paper was unbalanced and did not adequately reflect positions previously expressed by the Group. It was to be hoped that a more balanced paper would be presented at session II of the dialogue. As mandated by General Assembly resolution 68/6, the post-2015 development agenda should be adopted through intergovernmental negotiations driven by Member States and conducted according to the relevant standard modalities.

26. The changes in the development landscape and the modifications that would likely be required to align the United Nations development system with the post-2015 agenda could not be discussed on an equal footing. Rather than adapting the system to the new landscape, efforts should be focused on adjusting it to the demands of the post-2015 agenda. While the evolving landscape had clear implications for the new development alliance and the implementation of the post-2015 agenda, the paper did not adequately address persisting levels of poverty and inequality in middle-income countries. The authors should have focused greater attention on the challenges that those countries faced on their path to sustainable development, including the structural gaps and vulnerabilities that hampered poverty reduction.

27. The lack of references to gaps in technology access and transfers was of deep concern. In that connection, the Group highlighted the four structured dialogues on possible arrangements for a facilitation mechanism to promote the development, transfer and dissemination of clean and environmentally sound technologies, while noting that those functions were not fully covered by the recommendations emanating from the dialogues. The primary functions of the facilitation mechanism should be to address gaps and fragmentation in technology cooperation efforts; to target different stages of the development cycle; to address asymmetries between capacities and needs; and to tackle gaps between developed and developing countries in the area of technological and innovation capacity. The Group would engage constructively in negotiations during the sixty-ninth session of the General Assembly to achieve concrete results in that area and to enhance the role of technology facilitation in the context of the post-2015 development agenda.

28. Documents produced through intergovernmental processes should serve as the basis for intergovernmental negotiations. To that end, General Assembly resolution 68/309 recognized that, while other inputs would be considered, the proposal of the Open Working Group on Sustainable Development Goals should be the main basis for integrating sustainable development goals into the post-2015 development agenda. The Group attached great importance to that document, which had been produced through painstaking negotiations and should therefore not be reopened for negotiation. The Open Working Group's proposal was also an indication that the various processes established by the outcome document of the United Nations Conference on Sustainable Development (Rio+20), entitled "The future we want" (General Assembly resolution 66/288, annex), had reached a successful conclusion; the outcomes of those processes would in turn provide key elements for the negotiations on the post-2015 development agenda. The Secretary-General's synthesis report (A/69/700), while it was a support document that could serve as a basis for communicating the agenda, did not constitute a basis for the intergovernmental negotiations.

29. The Monterrey Consensus and the Doha Declaration provided a holistic approach and strong foundation for the funding of the post-2015 development agenda. In that context, the third International Conference on Financing and Development was expected to achieve an ambitious outcome. While sustainable development would require mobilization of resources from all sources, the role of ODA in leveraging and sustaining financing for development in developing countries and facilitating the achievement of development objectives must be underscored. ODA could not be replaced by any other funding sources; proposals to integrate it with remittances and foreign direct investment were not constructive, particularly as remittances were a private flow that could not be considered a source of development funding. The emphasis in recent discussions on the importance of core resources over extrabudgetary resources was not merely rhetorical but reflected a concern for the maintenance of regular funding to implement United Nations strategic plans and mandates. extrabudgetary resources tended to support projects that reflected specific donor interests.

30. The Group reiterated the need to negotiate and commit to a new phase of international cooperation through a strengthened global partnership for development that would serve as the centrepiece and anchor for the sustainable development goals and the post-2015 agenda. Such a partnership should be based on quantified and time-bound targets, consistent with Goal 8 of the MDGs and in accordance with the principle of common but differentiated responsibilities. Issues covered by the enhanced partnership should include the provision of financial resources to developing countries; ODA; debt relief and restructuring; trade; technology transfer; and greater participation by developing countries in global economic governance. A three-component approach combining international factors, effective means of implementation and actions taken at the national level was essential. Similarly, international cooperation in finance, including the fulfilment of commitments related to ODA, debt relief, technology transfer and capacity-building, must be strengthened to enable developing countries to achieve the sustainable development goals. While the issue of a strengthened global partnership would undoubtedly benefit from consideration in the context of financing for development, it should not be artificially restricted to a single process and should also be discussed in the context of negotiations on the post-2015 development agenda.

31. United Nations operational activities for development, and their capacity to assist developing countries in achieving their development goals, must be strengthened, a process that would require continued improvement in effectiveness, efficiency, coherence and impact, as well as a significant increase in resources. Those activities should also focus on capacity-building for developing countries to enable them to address national priorities and tackle long-term development challenges. To that end, the United Nations should make optimal use of available national expertise by enabling and facilitating the access of recipient countries to the full range of development services available throughout the United Nations development system, including regional commissions.

32. Bearing in mind that the General Assembly, in its resolution 67/226 on the quadrennial comprehensive policy review, had explicitly called on the United Nations development system to assign the highest priority to poverty eradication, the Group called for accurate reporting by that system on its progress to date in that regard. The Group attached particular importance to the draft resolution on operational activities for development of the United Nations system (A/C.2/69/L.39/Rev.1) and emphasized the need, in the context of its implementation, to strike a balance between core and non-core resources through the operationalization of a precise definition of "critical mass" and to engage the governance structures of the United Nations funds and programmes in a constructive, reform-oriented dialogue to ensure the legitimacy of the system. The Group also stressed the need for the early reform of those structures, including their composition and functioning, to reflect the new development landscape, emphasizing that the United Nations development system could not implement the post-2015 development agenda in a legitimate or effective way if its governance structures were perceived as a club of donors.

33. **The President** said that the comments made by the representative of Bolivia on behalf of the Group of 77 and China would be provided to the authors of the draft discussion paper for use in preparing the revised version.

34. **Mr. Carrera Castro** (Guatemala) said that, as the development system moved into its fourth phase,

major structural reform would be required. Member States should play a significant role in that regard, as it would be difficult for the system to reform itself from the inside out. A determining factor in the fourth phase would be the role of emerging countries, as such States would help to create a much wider international network. Regional networks were extremely important, with many regional banks now holding more assets than international banks, and there should be an emphasis on coordination between regional and global networks. Universality would also be an essential element of the new phase of the development system, as all States now had certain obligations towards the system. Furthermore, supra-agency leadership should be instituted at the country level. While agencies and the Secretariat had carried out significant work to improve practical coordination and action on the ground through the establishment of the resident coordinator system, agency heads were not in a position to carry out the level of coordination work that was being asked of them.

35. **Ms. Eckey** (Observer for Norway) said her delegation agreed that the discussion should start with an examination of function. It would be helpful if the topics considered in session I of the dialogue could be summarized and synthesized in order to provide more concrete issues for discussion at session II. With regard to the work of agencies, she asked whether the differentiated approach to country-level engagement adopted by UNFPA could serve as a model. It would also be important to discuss with each Government the exact role that the United Nations should play in their countries, as a one-size-fits-all approach would not be appropriate. Furthermore, there should be specific discussion on the general role of the United Nations in least developed countries and fragile States.

36. More information was needed on the crucial aspect of data. In addition, the discussion should cover financing related to normative issues, financing for the different categories of States, and the question of whether there should be negotiated pledges and, if so, how such a system should function. There should also be further discussion on the funding of humanitarian and development activities. In that regard, the United Nations should look beyond single-organization financing to financing at the global level.

37. **Mr. Eriza** (Indonesia) said that the United Nations development system was clearly still considered to be a relevant development partner, since it remained the largest recipient of global development funds.

38. Notwithstanding the importance of capacity-building, it was important to remember that one of the most important functions of the United Nations development system was to help countries develop capacity in the first place. Programme countries should be well represented within the development system, particularly at the decision-making level, in order to ensure that there was a comprehensive understanding of their needs and the challenges they faced. The United Nations development system must also be able to tailor its activities to meet the specific needs of those countries. Funding, expertise and other resources should be allocated in accordance with a suitable qualification system, and ways to increase the appeal to donors of providing core resources, which continued to be the bedrock of operational activities, should be explored.

39. Poverty eradication should remain the core focus of the development system. The system's approach should involve addressing the root causes of poverty and strengthening the capacities of States to counter it, including through capacity-building, employment training and rural development. To prevent regression, capacity-building work should include natural disaster resilience and preparedness.

40. **Ms. Sloane** (United States of America) said that her delegation agreed that operational activities in middle-income countries must necessarily be different from those in least developed countries. Noting that the draft discussion paper suggested that the role of the United Nations development system in middle-income countries was to provide policy advice and coherence, leverage financial resources and expertise and set norms and standards, she asked how the structure of the United Nations system and the way in which support was delivered would change to focus delivery on those goals. She also requested clarification of the statement that "the cost of supporting normative agendas in principle should be assessed and they should be considered the price of membership." Her delegation agreed that a systematic and broader relationship with civil society was important; it would therefore be interested to hear what steps the United Nations development system needed to take to promote and expand effective partnerships. She asked what organizational improvements could be made to reduce the inefficiency caused by the current practice of

having separate country offices of several United Nations agencies in a single country. With respect to the suggestion that the development system should support Member States in the formulation of national policies focused on the achievement of the sustainable development goals, she asked whether the authors were proposing that the system should design and monitor the implementation of an individual United Nations Development Assistance Framework for each Member State. She also asked the authors to expand on the idea of devolving operational activities to the country level. Lastly, she requested further details on the rationale for proposing that matters requiring intergovernmental decisions should be debated and considered in only one intergovernmental forum and asked what impact that would have on the executive boards, given that they governed agencies with very different mandates.

41. **Mr. Calvo Calvo** (Observer for Costa Rica) said that the draft discussion paper contained significant omissions. While it referred to the increased economic weight of middle-income countries, it did not suggest that there should be better cooperation with those countries or mention that the United Nations lacked a specific strategy in that regard. In order to achieve a truly universal agenda, it was important to understand how the United Nations development system could explicitly support the efforts of middle-income countries, which were the largest group of developing countries, and how the gaps referred to in General Assembly resolution 68/222 on development cooperation with middle-income countries could be closed. Furthermore, the paper did not sufficiently cover the challenges posed by inequality within and between countries, in particular its impact on development strategies for developing countries. His delegation would be interested to hear expert opinions on United Nations strategies for small island developing States and least developed countries.

42. While his delegation agreed that the issues of human rights and partnerships must be included in the development agenda, it considered that there were moral implications to discussing remittances alongside ODA, foreign direct investment and illicit financial flows. By grouping those sources together, the draft discussion paper had failed to take into account the fact that remittances were a private flow of resources in the specific context of migration, and had thereby disregarded the challenges and circumstances of the persons sending and receiving those resources.

43. **Mr. Bargawi** (Observer for the European Union) said that his delegation viewed the draft discussion paper not as a position paper but as a useful starting point for preliminary discussions. The interlocking mandates of the United Nations, in particular development, human rights and peace and security, gave the Organization a unique comparative advantage in what had become a fragmented and complex development landscape. Important issues to consider in the context of the post-2015 development agenda included the role of the United Nations as a key convener of global public goods and the changes that would be necessary in order to ensure that the agenda was truly universal in practice. It would be important to reach a consensus on the important issues, as a shared vision would facilitate frank discussion of the underlying issues that needed to be resolved in order to make the development system fit for purpose. The 2016 quadrennial comprehensive policy review would be crucial in determining its positioning.

44. Funding for the development system had significantly increased over the past 10 to 15 years; the European Union and its member States provided a substantial percentage of core funding. His delegation would like to see a broader donor base as well as improvement in the quality of the funding. Functions, governance structures and funding practices would all have to be examined together.

45. **Mr. Pfeil** (Germany) said that the time had come to discuss how the United Nations development system should respond to new challenges such as the need for universality and the protection and provision of global public goods. An inclusive and consultative process bringing together Member States and the United Nations system should begin immediately, without distracting attention from the main negotiations on the post-2015 development agenda.

46. Crucial issues such as ensuring that the United Nations was fit to implement the post-2015 development agenda could be tackled thoroughly only after adoption of the agenda, but the outcome document of the summit to be held for its adoption must contain clear language to provide momentum and guidance.

47. It was important to consider how Member States could support universality and cohesion within the development system. The repositioning of the system should be aimed at strengthening the comparative

advantages and unique features of the United Nations. The future role of the United Nations in the monitoring and implementation of goals, norms and standards should be discussed, as should the links between the areas of the Organization dealing with development, humanitarian aid and peace and security. Change should be implemented by building on existing initiatives such as "Delivering as one".

48. **Mr. Dias Favero** (Brazil) said that the dialogue should be based on a diverse set of documents, not a single paper. The new development agenda was unique in that it would be applicable to all countries, while taking into account their varying capacities, priorities and levels of development. As part of that agenda, the governance of the United Nations development system must be reformed to ensure its effectiveness in the changing development landscape. In particular, the United Nations System Chief Executives Board for Coordination and its small number of meetings spread over the course of the year must be reviewed.

49. To address the longer-term positioning of the United Nations development system, a transparent and clear understanding of the conceptual framework being used by the Organization was required. The proportional increase of non-core resources should be a matter of concern to all Member States, as they could not be a substitute for core resources. However, it was also important to discuss the United Nations development system's ultimate objective of making an impact on the ground, which could be achieved only through national ownership of the transformative policies envisaged. ODA was important in that regard. His delegation would also like to see a substantive discussion within the United Nations on aid effectiveness, including the methodologies used to measure and account for ODA and the concept of concessionality.

50. The draft discussion paper's references to global public goods, a concept that had not been multilaterally agreed at the United Nations, could lead to confusion. For example, preventing climate change was a goal while environmentally friendly technologies were a means of achieving that goal, but both could be considered global public goods. Issues should instead be discussed in terms of the sustainable development goals, which were supposed to form the basis for the objectives of the post-2015 development agenda.

51. **Ms. Wang** Hongbo (China) said that the issue of impact must be taken into consideration from the very beginning of the discussions, particularly in light of the changing landscape and the new needs of the developing world in the areas of poverty eradication and the sustainable development goals. There was a need for a fuller understanding of the current situation regarding poverty and how it would evolve. The issue of poverty was also relevant to the universality and equity of development, as achieving equity would involve ensuring that no one was left behind. That was an important clarification, as gross domestic product did not provide an accurate picture of poverty or countries' struggle for development.

52. It would also be important to gain a better overall understanding of the current contribution, functioning and challenges of the various United Nations development agencies in order to determine the changes that should be made to make them more effective and efficient, both individually and as a system. At the same time, it should be remembered that the United Nations development system was accountable to Member States, as its purpose was ultimately to enable States to achieve sustainable development through their own capacities and resources. Therefore, the efforts of the development system must be aligned with those of Governments, and it would be important to determine whether changes such as combining frameworks or the work of various agencies would actually meet the needs of Member States. In that regard, the lack of data and analysis on the impact of the work of each agency in areas including poverty eradication, social protection and overall progress should be addressed. While the development of Member States depended on the future positioning of the United Nations development system, the system could not be successful unless the unique circumstances of Member States were taken into account.

53. **Mr. Lennartsson** (Sweden) said that the Council was the appropriate forum for deep reflection on the longer-term positioning of the United Nations development system. The dialogue should be open, transparent and inclusive and must build on shared analysis of the key features of the emerging development landscape and the challenges and opportunities it posed for the United Nations development system. As the current context challenged the role and relevance of the United Nations at the

country level, the starting point of the discussion must be to examine how the Organization could bring real added value to Member States. Any discussions on financing, institutional arrangements and governance should be grounded in a shared vision of moving the system away from fragmentation and competition, and equipping it to mobilize its expertise.

54. Attention should also be given to what the United Nations could and should deliver at the country level. While special attention should be given to least developed countries and fragile States, the United Nations also had an important role to play in other low-income countries, and in middle-income countries. Indeed, the strategic repositioning of the development system was largely concerned with how the Organization could evolve to benefit such countries. It would be interesting to hear the views of those States on how the United Nations could contribute in terms of norms and standards, public goods and integration. At the current stage of the debate, it was important to focus on what the future functions and impact of the development system should be, rather than on issues such as financing, partnerships, governance, alignment across agencies and means of increasing impact, which were more related to how those aims were to be achieved.

55. **Ms. Albrectsen** (Chair, Advisory Group, United Nations Development Group (UNDG); and Deputy Executive Director, United Nations Population Fund (UNFPA)) said it was encouraging that Member States had already made great progress in elaborating the sustainable development goals, as it had taken between three and ten years for the United Nations system to fully align its strategic thinking and positioning around the MDGs. It was incumbent on the United Nations development system and Member States to ensure that the system would be ready in good time to serve Member States in the implementation of the post-2015 development agenda. UNDG stood ready to do everything in its power, in the short term and the long term, to build capacity and adapt its systems and processes in order to quickly respond to the needs of Member States and begin implementation as soon as the agenda had been adopted.

56. **Ms. Stewart** (Vice-Chair, United Nations High-level Committee on Programmes; and Special Representative to the United Nations and Director, International Labour Organization Office in New York) said that the High-level Committee on Programmes was strongly committed to working alongside Member States to ensure the new agenda could be implemented in 2016. It had already been discussing several issues raised by Member States, including the importance of beginning with a focus on impact and an understanding of what universality and equality should mean in practice. With regard to the coordination of leadership, mandates were necessary to ensure that the proper specialized knowledge was available, but it would be important to work beyond the limits of those mandates to ensure integrated policy design. The High-level Committee on Programmes understood the importance of partnerships, the effective use of the Organization's convening power and the use of its base of globally agreed norms and standards to help Member States achieve sustainable development.

57. **Ms. Beagle** (Vice-Chair, United Nations High-level Committee on Management; and Deputy Executive Director, Joint United Nations Programme on HIV/AIDS (UNAIDS)) said that while change was certainly necessary, there was already a solid foundation of best practices that could be built on, including issue-based coalitions and multi-stakeholder partnerships that functioned extremely well. Existing innovative management systems involving a high level of collaboration should also be strengthened. In particular, Member States should support a system-wide approach to data definition, collection, analysis and visualization. Such data was extremely important, as it provided strategic information on which to base policies, programming and accountability. With regard to partnerships, the experience of UNAIDS, the only United Nations programme that had civil society representatives on its board, had demonstrated the importance of having a shared vision as well as shared responsibility and shared accountability in policy development and governance.

58. **Mr. Jenks** (Dag Hammarskjöld Foundation) said he was encouraged by Member States' general agreement that it was a critical time presenting significant opportunities for the United Nations development system. It was important for Member States to lead the process and determine the course of action they wished to take. To achieve the necessary consensus and common vision, there must be sufficient time and opportunity for informal discussions on concepts on which there were differing views prior to formalization of the strategy.

59. Responding to the comments made by the representative of Brazil, he stressed that the draft discussion paper had no special status and was simply a contribution to a Member State-led process that would require the expression of multiple points of view. Replying to the remarks by the representative of the Group of 77 and China, he said that it would be important to have an in-depth discussion concerning middle-income countries, the United Nations development system and poverty analysis, as they were contested issues on which there was a great deal of data leading to different conclusions. However, it was clear that the best way for the United Nations to contribute would not be the same as it had been 20 years previously. The Organization might well have a bigger role to play, given that the new universal agenda would go much further and deeper than previous agendas. The global vocation of the United Nations could only be defended through a vision, as yet undetermined, that was relevant to the present time.

*The meeting rose at 1.10 p.m.*